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# Peace and Governance Program (PGP) FY Q3 Quarterly Report

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April 1, 2011 –June 30, 2011

**Funding provided by the  
United States Agency for International Development**

**Submitted to  
USAID/Senegal**

**Submitted by  
FHI 360**

.....  
Washington, DC

**July 28, 2011**

## Acronym List

ACA	Association Conseil pour l'Action
ANAF	Association Nationale d'Alphabétisation et de Formation des Adultes
ANRAC	Agence Nationale pour la Relance des Activités en Casamance
APIX	Agence Chargée de la Promotion de l'investissement et des Grands Travaux
ARMP	Autorité de Régulation des Marchés Publics
ASER	Agence Sénégalaise de l'Electrification Rurale
BBG	Baromètre de Bonne Gouvernance
CdV	Comite de Veille (Oversight Committee)
CENA	Commission Electorale Nationale Autonome
CENTIF	Cellule Nationale de Traitement des Informations Financières
CL	Collectivités Locales
CNLCC	Commission Nationale de Lutte conte la non-transparence, la Corruption et la Concussion
DCMP	Direction Centrale des Marchés Publics
DREAT	Délégation à la Réforme de l'Etat et à l'Assistance Technique
ENA	Ecole Nationale d'Administration
EPP	Electoral and Political Processes
GOS	Government of Senegal
GTS	Groupe Technique de Suivi
IFES	International Foundation for Electoral Systems
IGE	Inspection Générale d'Etat
MCA	Millenium Challenge Account
MFDC	Mouvement des Forces Démocratiques de la Casamance
OSC	Organisation de la Société Civile
PCRBF	Projet de Coordination des Reformes Budgétaires et Financières
PDC	Partners for Democratic Change
PGP	Programme Gouvernance et Paix
PNBG	Programme National de Bonne Gouvernance
PNDL	Programme National de Développement Local
PRECAREF	Projet de Renforcement des Capacités de Responsabilités Financières
PTF	Partenaire Technique et Financier
RADDHO	Rencontre Africaine des Droits de l'Homme
RDA	Regional Development Agencies
SONATEL	Société Nationale de Télécommunication
TOR	Terms of Reference
UE	Union Européenne
USAID	United States Agency for International Development

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## I. Introduction

This fifth quarterly report of the USAID/PGP-Senegal Peace and Governance Program covers the period from April 1 to June 20, 2011. The overall objective of the program is to strengthen democracy, good governance and national reconciliation in Senegal. To reach this objective, the project has four main components: 1) Transparency and accountability, 2) Fiscal decentralization and local governance, 3) Citizen participation in the electoral process, and 4) Dialogue for Social Stability in Casamance.

PGP works with government bodies, oversight and regulatory institutions, and civil society organizations at the national level. At the local level, PGP works with local councils and civil society groups in the regions of Dakar Banlieue, Thiès, Casamance (Ziguinchor, Sédhiou et Kolda) et Kédougou to support each of these components. The project also has two cross-cutting themes that are integrated into all activities which are the inclusion of women and the inclusion of youth. Finally, PGP's grant program will support civil society organizations to participate actively in democracy, good governance, and the peace process.

This quarterly report is structured as follows:

- **Executive Summary** – which gives an introduction and overview to the report as well as succinctly demonstrating achievements for the period;
- **Situation Update** – which provides contextual information that is relevant to the strategy, approach and implementation of the program;
- **Key Meetings** – with primary stakeholders that support program implementation;
- **Program Activities** – that provide detailed information regarding the implementation of activities as identified by component;
- **Program Start-up/Administration** – which offers an update on program administration that impacts the effective implementation of the project;
- **Challenges to Implementation** – which provides an opportunity to share with USAID how contextual factors could hinder project implementation and may require USAID to engage directly to support or facilitate implementation;
- **Projected Activities** – which details key activities to be expected in the next quarter; and
- **Annexes** – which can include program assessments, reports, and success stories etc.

### Key achievements in this quarter include:

- Annual work plan for the program amended at the request of USAID, and review of the Scopes of Work of international partners;
- Strategic Action Planning Workshop (APAS) with the Office of the Inspector General (IGE);
- PGP and USAID intervention approach developed to secure Senegal's accession to the EITI;
- Information day held in Dakar for the ten Mayors and Rural Council Presidents of the first cycle of Collectivites Locales (CLs);
- Governance performance evaluation commenced in five new partner Collectivites Locales;

- Public awareness campaign held to register young people on the electoral rolls;
- Training program developed for Magistrates and for the youth and women of political party coalitions;
- USAID representation at meetings of the Oversight Committee and the donors' Election Group;
- Forums held with the partner CSOs and the other partners in the three regions of Casamance to develop regional action plans and a general plan for the Dialogue for Social Stability in Casamance;
- Regional Development Committee meetings held in the three regions of Casamance to introduce the program to the local players and initiate the grants program;
- Three requests for grant proposals issued for components 1 and 4 at the national (Dakar) and local levels (Ziguinchor, Sédhiou and Kolda);
- Development of Sub-contracts for the three local partners (ACA, ANAFA and Collectif des OSC );
- Orientation sessions held in the Dakar, Ziguinchor and Kédougou offices on the Office Policy and Procedures Manual, the Grants Manual and the adoption of the program's per diem policy;
- Recruitment: Kédougou Regional Coordinator, Communications Director, Monitoring/Evaluation Director, Grants Assistant and Kédougou Facilitator (Kédougou Facilitator hired by PDC);
- Kédougou office opened.

## **II. Situation Update**

During this quarter the following key events influenced the strategy of the program and the implementation of activities: 1) amendment to the annual work plan approved by USAID, 2) Regional Development Committees (RDC) organized to introduce PGP to the local players in the regions of Ziguinchor, Kolda and Sédhiou, 3) ten new Collectivites Locales selected as partners in the six regions covered by the program, and 4) extension of the revision of the electoral rolls until July 31, 2011.

In Casamance, during this quarter, the prevailing situation was "neither peace nor war." Two hot spots persist: the border area with Gambia (arrondissement of Sindian), and the other is located in the South between national route 6 and the border with Guinea-Bissau. Some clashes and armed attacks have been noted in those areas. The factions of MFDC combatants who had agreed to accept the State's outreach are still waiting for the State to keep its promises.

### ***2.1 The amendment to the annual work plan***

The program's annual work program was amended following unexpected constraints faced by the PGP during the first year, which affected the implementation of certain activities and the performance of the project, especially Components 3 and 4.

In fact, in addition to the suspension of AED by USAID in December 2010, concerning these Components, we can also cite the temporary closing of the PGP Office in Ziguinchor in December 2010 and the fact that the Minister of the Interior officially banned the Ziguinchor Office from conducting any activities related to the Elections and to the Peace process in Casamance. As a result, the activities of Components

3 and 4 were reformulated while keeping the objectives of the Cooperative Agreement and the approved Work Plan.

Not just in the Casamance but nationwide, the President of the Republic and the Ministry of the Interior expressed reluctance regarding any work performed by Senegal's Technical and Financial Partners (TFP), including USAID, in the above-mentioned areas of the Elections and Peace in Casamance.

Thus the following principal changes were made in the work plan:

- *Component titles were reformulated* to better correspond to the activities conducted and to improve communications with our Senegalese Government partners. The new titles of the four Components are; Transparency and Accountability, Fiscal Decentralization and Local Governance, Citizen Participation in the Electoral Process and Dialogue for Social Stability in Casamance.
- *Component 3 reformulated.* Component 3 "Credible and Peaceful Elections in 2012" became "Citizen Participation in the Electoral Process." The resulting shift in the focus of the PGP strategy, made it possible to go forward with the activities planned. For priority activities planned to support government partners, particularly the CENA (Autonomous Electoral Commission) and the Oversight Committee, implementation is now contingent on receipt of formal requests from those partners.
- *Reformulation of Component 4.* In agreement with USAID, PGP shifted the focus of the Component 4 work plan towards an overall purpose of improving governance and social stability in Casamance in order to contribute to national reconciliation. The activities in this region were redefined with the local players and administrative authorities. As a result, the revised work plan now has their support.
- *The new distinction between Components 1 and 2.* Component 1, "Transparency and Accountability," is now focused at the national level with strengthening the capacities of the national oversight institutions, civil society organizations and the media for transparency and accountability. Component 2 now includes two sections, "Fiscal decentralization and Local Governance."

## **2.2 Special Regional Development Committee (RDC) meetings held to formally introduce PGP**

During the quarter, after missions by the program management and USAID, and after synergy meetings were held with USAID's partners, the governors of the regions of Ziguinchor, Kolda and Sédhiou held special meetings of the RDC to introduce the PGP to the local players in the regions. On those occasions, the PGP issued the first request for proposals for the grants program.

## **2.3 Extension of the exceptional revision of the electoral rolls until July 31, 2011**

During the quarter, the deadline for registering voters on the electoral rolls that was set for June 30, 2011 was extended until July 31. This gave the PGP, with the help of Collectif des OSC, to carry out a major public awareness campaign to register young people on the electoral rolls.

### **III. Important Meetings**

During the quarter the project hosted missions from headquarters to help reformulate the work plan and strengthen the administrative and financial system (visit by Sharon Van Pelt and Devanne Brookins, PGP project director and project officer in Washington). The program also hosted Julia Roig and Pablo Lumerman, President and consultant from Partners for Democratic Changes (PDC) in connection with the support by PDC for the EITI strategy. Other partners of USAID and USAID/Wula Nafaa participated in the meetings held with PDC.

In connection with the program, the following important meetings were held during the quarter:

- Meetings with partners the DREAT, the CNLCC and the Yène Rural Council to set up Technical Monitoring Groups (TMG) and PGP contact points to support the implementation of the priority action plans developed during the respective participative planning workshops.
- Meetings with the former and the new Director of Mines, the Director of the Center for the Documentation of Mines, and with the civil society organizations (OXFAM, la Lumière, and RADDHO) involved in promoting the EITI in Senegal.
- A meeting with the ARMP to explore avenues for collaboration and support from PGP for the workshop training economic journalists on the laws regarding government contracts.
- Information day with the Mayors, the ARDs (Regional Development Agencies) and Presidents of the Rural Councils of the ten first round Collectivites Locales selected on May 20, 2011.
- USAID representation at the monthly meetings of the donor's Elections Working Group. Some of these meetings were held in PGP offices and were hosted by the PGP.
- USAID representation at the General Assembly and at the meetings of the Oversight Committee in charge of monitoring the implementation of the recommendations of the Electoral Register Audit.
- Meetings with the national NGOs ANAFA and the Collectif des OSC on methodology and sub-contracts.
- Meetings with civil society organizations in Kolda, Sédhiou and Ziguinchor to design regional action plans for social dialogue, with the participation of the Regional Development Agencies (RDA) and TFP in Casamance.

### **IV. Program Activities**

During the quarter, PGP activities focused on the following: 1) institutional evaluation of the Office of the Inspector General (IGE), 2) governance evaluations in five of the ten first round CLs, 3) USAID representation at the meetings of the Oversight Committee and the donors' Elections Working Group, 4) public awareness campaign on registering youth on the electoral rolls, 5) initial social dialogues, and 6) launch of the grants program for Component 1 (national level) and Component 4 (national and local levels).

#### **Component 1: Transparency and Accountability**

*Support for the implementation of the national plan to fight corruption.* The PGP had separate meetings with the DREAT and the National Committee to Fight Corruption and the Misappropriation of Public Funds (CNLCC) on transferring the management of this plan to the CNLCC. The CNLCC, which was already involved in designing the plan, agreed to take charge of implementing it and included it as part of its action plan. It is waiting for the plan to be transferred officially by the DREAT. Meanwhile, the DREAT has agreed in writing to transfer the plan to the CNLCC at the beginning of the next quarter. The PGP facilitated the meetings and followed up on the commitments made.

*Institutional Evaluation and Technical Assistance to oversight and regulatory bodies.* After the DREAT and the CNLCC, the IGE held its Strategic Actions Planning Workshop (APAS) during this quarter. Sixteen of the 20 IGE inspectors participated in the three-day workshop, which was facilitated by a consultant who is a former minister. A priority action plan was prepared.

*Support for the implementation of the priority action plans prepared by the DREAT, the CNLCC, the IGE and the Court of Auditors.* During the quarter, the action plans of the DREAT and the CNLCC were reviewed by the Technical Monitoring Groups (TMG). The priority activities were selected and submitted for support by the PGP. These actions will be supported during the next quarter.

*Support for the national players involved in the process to secure Senegal's accession to the international initiative, the EITI.* During this quarter, a PDC mission spent time in Senegal to help the program to design USAID's strategy for involvement in the EITI and an action plan for the PGP. For around ten days, the experts from PDC and Partners Senegal met with government officials such as the Director of Mining, and the management of mining industries like MDL, OROMIN, EMG, and Arcelor Mittal. In addition, meetings were held with civil society organizations (RADDHO, La Lumière, and OXFAM America), local governments of the Kedougou region and administrative authorities.

*Providing grants to CSOs.* During the quarter, the grant program issued a request for applications for projects at the national level. The CSOs operating on a national scale were called on to submit projects to provide support in achieving the objectives of Component 1. A total of 54 projects were received by the PGP.

## **Component 2: Fiscal Decentralization and Local Governance**

*Selection of Local Authorities as partners of the program.* During this quarter, a briefing with the mayors and Rural Council Presidents of the ten first round CLs was held in Dakar on May 2, 2011. The Regional Development Agencies (RDA) concerned, the Ministry of Decentralization and the union of the Associations of Local Lawmakers participated in the meeting. The President of the Yène Rural Council presented the lessons learned on the application of the GGB in his region. A schedule of the local governance evaluations in the selected CLs was drawn up at that time.



*Local governance evaluations with CSO and local authorities.* During the quarter, local governance evaluations started in five of the ten first round CLs in the regions of Dakar, Ziguinchor, Thiès, Sédhiou and Kolda (rural communities of Kartiack, Dioulacolon and Diendé, and the rural communities of Tivaoaune Diacksao and Thiènaba. The priority topics chosen by the local players in these CLs are: Kartiack – local governance; Dioulacolon – local resources; Diendé – fiscal resources; Tivaoaune Diacksao – the environment; and Thiènaba - Health.

### **Component 3: Citizen Participation in the Electoral Process**

*Audit of the Electoral Rolls.* After the audit report on the electoral rolls was filed, the Oversight Committee in charge of following the recommendations of the Electoral Rolls Audit was set up. The PGP represents USAID in the meetings of the Oversight Committee. USAID and the other Technical and Financial Partners (European Union, Germany and Canada) are observers on the Oversight Committee.

*Technical Assistance to the Autonomous National Electoral Commission.* As a result of the CENA's reluctance to receive resources from the international partners, this PGP support is now assigned to the Oversight Committee. During this quarter, a mission from the Oversight Committee met individually with the Technical and Financial Partners (TFP) to appeal for funding for the line items in its action plan budget. The PGP agreed to support the following areas: recruitment of an administrative and financial assistant, equipment for the secretariat, recruitment of a biometrics expert, and office supplies.

*Support for the Civics Education campaign.* The deadline for registration on the electoral rolls was postponed until July 31, 2011. Working with the Collectif des OSC, the program seized this opportunity to conduct a public awareness campaign to register young people. Several approaches were used in this campaign: i) distribution of a cartoon strip in the four regions of the PGP (Dakar, Thiès, Kédougou and Casamance) in the schools and universities and to the members of youth organizations. This cartoon was produced in partnership with the ASCOD Association and the Konrad Adenauer Foundation by means of a memorandum of understanding; ii) publication of messages on voter registration in three daily papers throughout the month of June; iii) broadcasting of pre-recorded messages on the radio in French, Wolof, Serer, Pulaar, Soninke, Diola and Mandingo on 17 community radio stations across the country and on four private radio stations (Radio Sénégal International, RFM, Walfadjri and Sud FM); iv) a cartoon announcement posted on the website Seneweb, which is the most visited site in Senegal (with an average of 6,286,000 hits a month); opening and funding a Facebook account “Sunugal the Vote,” which has been active since May 2011; and lastly, support to the “Scouts of Senegal” for the publication of 10,000 copies of a printed public awareness handout distributed throughout 40 departments out of 46.

*Technical Assistance to Political Parties and Political Dialogue.* Following the formal meetings with the political party coalitions, the program received several requests for support. During this quarter, the political leadership training program for women and youth in political parties was designed and discussed with the political party coalitions, including Benno Siggil Sénégal (around 40 political parties), the Coalition of Independent Parties (around 15 parties), the Coalition of Non-aligned Parties (around ten parties), and Benno Taxawal Sénégal (two parties). The training workshops for women and youth

will be held at the beginning of the next quarter, and the support requested will be provided to women's groups and to political parties.

#### **Component 4: Dialogue for Social Stability in Casamance**

During this quarter, the project management and the Project Officer from Washington visited Ziguinchor to help the staff amend the strategy of the Component, the annual work plan and the Scope of Work of partner World Education.

*Support for the interaction and harmonization of frameworks for existing dialogues.* After identifying the existing CSOs for collaboration and existing frameworks for dialogue in the PGP program region, regional round tables were held during the quarter to identify priority actions.

*Strengthening the technical and financial capacities of the key players of civil society for social dialogue and mutual consultation at the national level.* During this quarter, the round table held in Ziguinchor with civil society organizations provided a forum for an overview of the action plans of the civil society organizations of the Casamance region. With the grants program launch organized in each of the three regions during the quarter, interested CSOs were invited to submit proposals that addressed issues raised in the Casamance regional action plan.

*Providing Grants to CSOs to support Component 4.* During the quarter, national and local level requests for proposals were issued by the grants program. Organizations were invited to submit dialogue projects in Casamance for social stability in Senegal. In all 15 projects at the national level and 44 projects at the local level were submitted by the CSOs to the grants program.

#### **V. Program Start-up/Administration**

*Personnel.* During this PGP quarter, the task of recruiting and attracting new employees resumed with pre-selection and interviews for the following positions; Communications Officer, Coordinator of the Kédougou Regional Office, Grant Assistant and Monitoring and Evaluation Manager. They were hired. PDC hired the Kédougou facilitator.

*Employee Orientation.* The PGP held an orientation for the entire staff on the grants manual as approved, and on the treatment of cost share as applied to the partners' activities. Two internal committees were set up to handle cost share and to oversee the grants process from the beginning through implementation.

*Grants Manuel.* After approval of the grants manual by USAID in March 2011, the grants program was launched at the start of this quarter at the national level (Component 1 and 4) and at the local level in the three regions of Casamance for Component 4.

*Office Opened.* During the quarter, Kédougou's Regional Coordinator and Facilitator started work. They are housed in the offices of the USAID Nutrition Project. The Regional Coordinator is now seeking offices on-site.

## VI. Implementation -- Issues

During the quarter the AED sale process slowed down the signing of contracts with the local partners to implement the activities of Components 2 and 3. However, we managed to fill the remaining key positions. Thanks to approval of the amendment to the work plan, the focus of Components 3 and 4 was shifted. With the start-up of the grants program it will be possible for the CSO grantees to implement the activities towards the end of the next quarter.

The PGP represented USAID at the meetings of the Oversight Committee as well as those of the donors' Elections Working Group. The support initially planned for the CENA will now be given to the Oversight Committee.

## VII. Activities planned for the next quarter

<ul style="list-style-type: none"> <li><b>General Activities</b></li> </ul>
<i>Opening of the Kédougou regional office</i>
<ul style="list-style-type: none"> <li><b>Start-up and Administration</b></li> </ul>
<i>Personnel:</i> Very few positions remain to be recruited. The Monitoring and Evaluation Manager will start work at the beginning of the next quarter. The Kédougou Regional Finance Assistant will be recruited during the quarter.
<i>Office and Supplies:</i> During the next quarter the PGP will rent the premises for the Kédougou office, and transfer the office furnishings and equipment.
<i>Grants:</i> During the next quarter the PGP will select and implement grants for Components 1 and 4.
<ul style="list-style-type: none"> <li><b>Component 1: Transparency and Accountability</b></li> </ul>
<b>Activity 1:</b> <i>Support the implementation of the national plan to fight corruption. The management of the plan will be transferred from the DREAT to the CNLCC.</i>
<b>Activity 2:</b> <i>Support the implementation of the priority action plans developed by the DREAT, the CNLCC, and the IGE and the National Accounting Office. Support for the implementation of the plans of the DREAT, the CNLCC and the IGE (Workshop to be held to transpose the laws on corruption with the CNLCC; Day to be devoted to researching and developing codes of conduct with the CNLCC; Set up a TMG within the IGE.</i>
<b>Activity 3:</b> <i>Support the national players involved in the disclosure and application process for Senegal to join the international initiative, the EITI. Adopt and start implementing the action plan. Identify the supporters of the PGP in the different sectors (private, non-governmental, local governments).</i>
<ul style="list-style-type: none"> <li><b>Component 2: Fiscal Decentralization and Local Governance</b></li> </ul>

**Activity 1:** Do the mapping of the process and the players in fiscal decentralization. The mapping of the budget process and the players will be done in the next quarter in collaboration with the TFP (Germany, Canada).

**Activity 2:** Facilitate the evaluations and support the plans to improve the quality of governance at the local level. Start up the GGB in the second group of five local authorities selected for first round.

• **Component 3: Citizen Participation in the Electoral Process**

**Activity 1:** Provide technical assistance to the CENA. From now on this will mean supporting the Oversight Committee (administrative assistance, providing experts and an office). Support for revising the Election Code. Training of judges in handling appeals related to voter registration.

**Activity 2:** Train the CENA and the CEDA in the BRIDGE methodology. BRIDGE training workshops will be facilitated by the Gorée Institute. (At the request of the CENA)

**Activity 3:** Support a national civics education campaign for citizens. Support the ANAFA in producing campaign messages and equipment and leadership.

**Activity 4:** Support the political party coalitions and work with them on the key issues of the electoral process. Training in political leadership for youth and women of the political parties. Technical assistance to the women's movement of the Benno Siggil Sénégal (BSS) coalition in the form of training of trainers. A series of political dialogues to be led by the CSO Collectif des OSC based on requests made.

• **Component 4: Dialogue for Social Stability in Casamance**

**Activity 1:** Develop and implement action plans for social dialogue promoting social stability. Preparatory meeting for the Ziguinchor Forum. Synthesis Forum for civil society action plan. Selection of priority project areas by the established Working Group. Review and selection of project proposals for the grants program.

## Appendices

- A. Success Story: Office of the Inspector General (IGE)
- B. Success Story: Campaign to register youth and women on electoral rolls